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ABSTRACT

The focus of the Fifth Community College Conference was on community college planning. The papers in these proceedings are: "Community College Planning and the Omnibus Higher Education Bill" by Dr. Joe B. Rushing, and "Community College Planning: The Changing Scene" by Dr. Leland L. Medsker. In addition, discussion summaries of six summary sessions are provided. Appendixes present Discussion Group Materials, a list of participants, and the roster of the planning and advisory committees. (DB)

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THE FIFTH

COMMUNITY COLLEGE CONFERENCE

FEBRUARY 8-9, 1973

COLLEGE OF EDUCATION
ARIZONA STATE UNIVERSITY

EDITED BY DR. QUENTIN J. BOGART

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CENTER FOR THE STUDY OF HIGHER EDUCATION

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AN INTRODUCTION

by
Dr. Quentin J. Bogart
Conference Director

Planning--what a multitude of sins and human frailty this word covers. Planning--man and his institutions can't progress efficiently without it. Planning is the topic of this, our Fifth Community College Conference.

Late last summer after Dr. George Hall had had an opportunity to develop a callus or two in his new post as Executive Director for our Arizona Community College Board, he and I sat down with Dr. Margaret Bogan of his staff and Miss Ellen Elson, our graduate student conference coordinator, to discuss the preliminary plans for this meeting. One of the concerns Dr. Hall advanced during the conversation was our need in Arizona to look long range with our community college system. How can the community college provide greater educational opportunity for more Arizona citizens? How can our community college system better serve all Arizonans--especially those living in "college-less" counties? As we talked, it became quite apparent that many of the questions we were raising were tied inseparably to the "planning" process.

The future of education--yes, the future of the community college--and, specifically, the future of the community college in Arizona is of prime importance to each of us.

No discussion on planning can move forward without examining the goals and objectives toward which the planning process is directed. So, we have tried to provide materials on the goals and objectives of the community college as well as other elements of planning. An excellent,

but brief, discussion on national CJC goals can be found in Chapter Four of the Carnegie Commission's The Open Door Colleges. You will find a summary of this discussion as part of the conference materials. (See Appendix.)

Dr. Asa Knowles, President of Northeastern University and formerly President of the University of Toledo, who has edited a two-volume handbook dealing with college and university administration, writes this about planning:

> Historically, planning by institutions has concentrated on physical facilities, resulting in the establishment of "master plans." These plans, prepared (often) by consultants, were seldom based on studies identifying academic programs and goals, the requirements for administrative and support units, and the availability of financial and personnel resources.

Thus, Knowles feels there are three major considerations in doing educational planning: (1) goals and objectives; (2) financial resources, and (3) physical facilities.

During this conference our attention will be focused in greater or lesser degrees on one or more of these three considerations.

In organizing a conference on planning, one cannot overlook the federal government's role in higher education and its future development. Last summer Public Law 92-318, the Omnibus Higher Education Bill, was signed into law by President Nixon. One important aspect of this bill is the required establishment of a state-by-state "1202 Commission". This group in some measure will serve as a planning and coordinating body.

With the new legislation in mind, Dr. Hall approached Dr. Joseph Cosand, Deputy Commissioner for Higher Education, U. S. Office of Education, HEW, asking him to discuss the major points of the bill as they related to community colleges and community college planning. All was set. Then, the first week in January my office got a hasty call from Dr.

Hall reporting that Dr. Cosand had been appointed to an important presidential commission and that its first meeting conflicted with our scheduled conference date. We now needed a new keynoter. I hurriedly telephoned my good friend, Dr. Joe B. Rushing in Ft. Worth. Joe is Chancellor of the multi-campus Tarrant County Junior College District and is a director of the American Association of Community and Junior Colleges and an extremely knowledgeable gentleman in the area of CJC planning and education legislation. He agreed to step in and talk about community college planning and the Omnibus Higher Education Bill. He even sent me an advance copy of his remarks.

This morning at 7:30 I received a call from Dr. Rushing's secretary. Ten days ago he'd ruptured a spinal disc working in his yard and had spent the last week in traction. Today he awoke in his home in excruciating pain. As much as he wanted to, he couldn't make our meeting but instead headed for the hospital and more days in traction.

Our conference keynote spot seems to be "hexed". I do hope the man who so kindly has come to our aid on such short notice is feeling all right and that he will exercise extreme caution in approaching the speaker's stand!

First, however, our conference "plan" would not be fulfilled without a word or two of welcome from Dr. Karl Dannenfeldt, our Vice-President for Academic Affairs at Arizona State University.

WORD OF WELCOME

by
Dr. Karl Dannenfeldt
Academic Vice-President, ASU

On behalf of President Schwada and the faculty of Arizona State University it is my privilege to welcome all of you to this Fifth Community College Conference.

In the absence of a statewide planning commission for higher education, it is necessary for the community colleges and the universities of the state to use all possible approaches and devices, including a conference such as this, to plan for the future, to solve our mutual problems, and to arrive at an understanding of our mutual and diverse goals. Despite the very evident need for all of us to encourage a sort of "grass roots" approach--faculty to faculty, department to department, as well as institution to institution--I think we all have welcomed at the same time the fact that the Board of Regents and the Community College Board have established a joint steering committee representing the universities and community colleges in the state to meet periodically to discuss a wide range of items that are common to our mutual interests within the two educational systems.

Once again, welcome. Best wishes to all of you in arriving at some of the answers to the questions that are given in the program. Nice to have you here.

INTRODUCTION OF KEYNOTE SPEAKER

by
Dr. Del Weber
Dean, College of Education, ASU

It is my good fortune to introduce the keynote speaker for this Fifth Community College Conference. We were all sorry to learn of Dr. Joe B. Rushing's unexpected physical misfortune--and we wish him a speedy recovery. Emergencies of this type sometimes do have a way of being fortuitous. On very short notice, the conference committee was able to tap a very knowledgeable, young educator to speak to the same topic as Dr. Rushing.

Dr. Tom Moore is a native of Indiana. He attended Indiana University where he earned the bachelor of science degree in business administration and economics, the masters of business administration degree in transportation in business administration, and finally the doctor of business administration degree. He has served a number of educational institutions in the west and south. He has been on the staff of the University of Nevada and Mississippi State University. Prior to coming to Arizona, he served for two years as Director of Special Services Projects at the University of Alabama and for nearly four years as Assistant Vice-President for Academic Affairs at the same university. Dr. Moore came to the position of Academic Planning Coordinator, Arizona Board of Regents early last year and he has made a number of excellent contributions during his short span of service. He is married and has three children. Ladies and gentlemen, it is my pleasure to introduce Dr. Tom Moore, speaking on the topic of "The Community College and the Omnibus Higher Education Bill."

REMARKS BY DR. TOM MOORE

Dr. Tom Moore's remarks followed closely those prepared by Dr. Joe B. Rushing who was originally scheduled on the program at this point. Because Dr. Moore had so little time to even contemplate some remarks for the session--let alone set them down in written form--we are presenting, instead, Dr. Rushing's paper.

The conference director and the conference committee again wish to express our sincere gratitude to Dr. Moore for meeting so well our "eleventh hour" need. Q.B.

COMMUNITY COLLEGE PLANNING AND THE OMNIBUS HIGHER EDUCATION BILL

by
Dr. Joe B. Rushing

When Dr. Bogart called me several weeks ago with the invitation to give the keynote address, it sounded at the moment like a great idea. After all, the climate here just has to be better than that of North Central Texas in the month of February. It afforded an opportunity to visit a university campus which I had not seen before. It would allow me to talk about my favorite subject--the planning of community colleges. Most important, however, it would be an occasion where I could talk with other people who share my enthusiasm for this exciting segment of higher education.

As I approached the task, however, it proved to be not nearly so simple as it had several weeks ago. Planning is one thing--to discuss planning in the context of Public Law 92-318 presents an entirely different problem. In attempting to grasp the topic, I found myself in a similar position to that of the blind man at the street intersection with his seeing eye dog. The dog watched the signal intently, waiting for it to change to "Walk," while an admiring crowd of onlookers waited to see how this intelligent animal would perform. Suddenly without warning, the dog turned and bit the blind man on the ankle with such force that it brought blood. As the shocked observers looked on, the blind man dug in his pocket, brought out a dog bisuit and held it out until the dog took it in his mouth and ate it. One pedestrian stepped up to the man and said, "You are undoubtedly the world's kindest human being, buc tell me, sir, don't you think it is wrong to reinforce the dog's action by feeding him?" "Reinforce, hell!" the blind man answered, "I'm just trying to locate his head so I can kick his tail!"

And that, in a way, is my situation this afternoon. With all the rumors and speculation about the implementation of this act, it is very difficult to tell just what will happen with Public Law 92-318. Its authorizations are meaningless without appropriations by Congress. And appropriations count for little when funds are withheld by Executive Action. Since we may not be able to tell heads or tails about what will be, perhaps we should examine what may be.

In the best executive tradition, I began my preparation of these remarks by assigning the task to someone else. I telephoned my Research Office, outlined the problem, and received the assurance that something would be on my desk in a week. Very simple. On two or three typewritten sheets there would be a clear and concise statement about the planning potential under Omnibus Higher Education Act--A perfect basis for my remarks here today. As you can see, I got considerably more than I bargained for! When it hit my desk about two weeks ago, I felt very much like the small boy who was handed a five-volume work after he inquired at the public library for some information on penguins. He said, "This tells me more than I want to know about penguins."

So, perhaps we have more here about penguins than we care to know, but for the next few minutes, let's take a look at planning for community colleges and look at a few selected sections from the recent legislation which may have a bearing on planning in all fifty states for a very long time.

I need not dwell here on the controversy which developed around the introduction, debates and final passage of Public Law 92-318. During the summer of 1972, it became the center of a storm, the results of which we still see in several quarters. Perhaps some of you were recipients of telephone calls, letters and telegrams - urging you to support, or oppose,

the measure. The struggle alienated some people who have long been friends of higher education. The debate revealed what might be major shifts in the leadership for educational legislation. The word is circulating that significant amendments may be made in the next few weeks. The full impact of the law may not be known for a long time.

First, before examining the Bill, let us take a quick look at some essential elements in the planning process. It makes little difference whether we are planning an entirely new college or designing a new program to an existing institution. The size of the tasks will vary, but some basic principles remain the same.

The first step is that of fact finding. The research about the problem, the project, or the proposal, must be done carefully and systematically. I have the uneasy feeling that too often the fact finding phase of our planning process is intended more to defend our position than to form the basis for objective decisions. In recent years we have made much progress in planning the community college. Two things may still hamper the process. One is that of self image. For years, we have stressed that junior colleges are "teaching institutions and not research institutions." While our intention was to emphasize a primary role, we have tended to neglect research, and consequently have not developed a high degree of research competence. I begin to see some encouraging signs in many community colleges that this is being overcome.

A related problem deals with the collection and processing of management information. In all too many cases, we do not have the technology nor the expertise to process data for the most timely and effective use in the planning process.

A second step in planning is the establishment of purposes and objectives. At the risk of getting into semantics, I think I see a shift

in emphasis between these two words in recent years. A few years back the major emphasis was on institutional purpose. Now the focus seems to be on the word objectives. The term, "behavioral objectives," has become one of the most commonly used in community colleges today. But whether we use purpose or objectives or both, the important thing in planning is that we know where we are going, and where we wish to be at a given time.

A third essential of planning is the establishment of some basic assumptions. There is no Mt. Sinai for the community college planner. He cannot disappear into the wilderness and expect that the law will be revealed to him on stone tablets. Using the best information he has, he must assume that certain things will or will not prevail. No one knows exactly what a state legislature will do five years from now. It is becoming increasingly difficult to project enrollment, using traditional methods. A point on which the planning process often becomes mired is a reluctance to accept a basic assumption and use it as a part of the planning base. But this must be done if the process is to move forward.

A fourth element is that of establishing appropriate policies. Policy making involves decisions. If the system for decision making is too cumbersome, or if administrators are too reluctant to assume responsibility, then the planning process is in trouble. This may appear to present a paradox. On the one hand, we wish to be objective, open and flexible in meeting community needs. On the other, we must make policy decisions which tend to narrow the options. The question facing the planners then is "Shall we keep all the options open and get nowhere, or shall we make decisions, establish policy and limit the options?" In my mind, the answer is a simple one. Make the decision, continue with planning and modify later if necessary. The decision today may be that programs operated by other agencies will not be duplicated in your own institution. Later the

policy may be changed but today it gives the planner a framework within which to operate.

Another element in the planning process is that of accomplishing the task. It is erroneous to assume that effective planning can take place when it is relegated to a minor role as collateral assignments to people who are otherwise fully employed. If planning is essential for the effective development for community colleges, it is important enough to allocate adequate resources to see that it is done effectively. I offer no pattern of organization for the planning function of a college. Several alternative patterns may be equally effective. The essential thing is that the planning function be given the resources to do its job--time, space, money and manpower.

The last element is one that goes with any operation. A vital part of any planning program is that of continuous evaluation. Are the purposes and objectives adequate? Have the basic assumptions proved to be realistic and valid? Do the policies reinforce and support the objectives? Are the tasks being performed in a manner to move the institution forward as it serves its constituency? These are questions to which there are no final answers. The evaluation must be continuous. For an institution to thrive, it must be able to adapt to the changing social order.

Now let us look at Public Law 92-318. In many respects, this is legislation for planning. It specifically provides for planning agencies at National and State levels, and local planning is more inherent than mandated. Part E, section 140 of the Law, establishes the National Commission on the financing of post-secondary education. This is an independent agency within the executive branch which is charged with the responsibility of conducting"...A study of the input of past, present, and anticipated private, local, state and federal support for post-secondary education,

the appropriate rate for the states in support of higher education, alternative student assistance programs, and the potential federal, state, and private participation in such a program."

Perhaps the greatest attention has been on that segment of the Law which relates to state planning. I am referring to the so-called "1202 Commissions." These commissions in each state are charged with responsibility for developing a "state-wide plan for the expansion or improvement of post-secondary education programs in community colleges or both." There is also established a state advisory council on community colleges.

The several states have varying problems in the establishment of their 1202 Commissions. In my own State of Texas, the eighteen member Coordinating Board for Higher Education, established in 1965, appears to meet all the criteria for becoming a 1202 Commission. It has been so designated. In other states, there is no existing board or commission which can qualify under the provisions of the law, and therefore, a new agency will be required.

Under PL92-318, local planning is inherent rather than mandated; there is evidence that institutions will be forced to make better plans and to defend those plans as they are applicable to the respective state plans. There also is inherent in the legislation a theme which will lead to institutions fitting their need to the state plan even though "comment and recommendation" may not be required when an institution is applying directly to a federal agency.

Public Law 92-318 is an unusually complex piece of legislation. It was created by the conference committee in lengthy cut-and-paste sessions. This method brought about significant inconsistencies in language, in turn resulting in probable delays in implementation. We could spend many hours analyzing its provisions, but I shall close with a few general observations.

1. The new legislation is oriented toward "post secondary education as opposed to "higher" education.
2. Planning is required at the state level; there is no specific increased emphasis on institutional planning.
3. There is renewed emphasis on post-secondary vocational education, though implications are yet unclear. Adult and vocational education is now a Bureau--on the same level as Bureau of Higher Education and Bureau of Elementary and Secondary Education.
4. A "Community College Unit" has been created by the legislation "which shall have the responsibility for coordinating all programs--which affect, or can benefit community college." Presently, it appears that the unit will be under the Bureau of Higher Education as opposed to the Commissioner. It also appears that the "unit" will be a "hand-holding," liaison office as opposed to a programatic office.
5. There is evidence that many applications for support submitted by an institution to a federal agency will require the "comment and recommendation" of a State's 1202 Commission. This "check off" is legislated for:

   Community Service (old program)
   Academic Facilities (old program)
   Undergraduate Equipment (old program)
   Support for Improvement of Post-secondary Education (Sec. 404)

6. The intent of the legislation can be summarized as creating universal post-secondary education opportunities. The legislation requires Statewide planning be carried out by the 1202 Commissions.

7. Most State educational agencies will be faced with adapting membership personnel as well as structure to meet the 1202 Commission requirements.

8. Throughout the legislation, there is a "theme" of fiscal and physical plant accountability, underlying the goal of universal post-secondary education.

If community colleges are to fill the role which they are expected to fill in meeting the educational needs of our Country, then sound planning is essential. Public Law 92-318 may be a significant document in reaching the goals. The Law places significantly increased emphasis on planning, and it appears that true planning is intended.

SUMMARY SESSION

Session One, Group A, Discussion Summary--Dr. Robert Garin, President, Arizona Western College

There was no question in the minds of the people in our group that there should be planning at the state level and that it should be developed in line with the philosophy of our system of the community college as it is presently stated. If the philosophy is revised, the revision should be a major consideration in the development of any new planning.

There is a need for a data bank at the state level for our community colleges. There is a lack of research material for making management decisions from our point of view at the present time. So, it would be very difficult to undertake any planning efforts until such time as a data bank containing historical as well as current data is established. It is not absolutely necessary to know what has gone on in the past in order to develop plans for the future but it certainly does help. If a plan is promulgated in the state, it is important that it be developed by the state's several community college districts and then approved by the State Board of Directors for Community Colleges. Our group's concern is that planning not be done at the state level without active participation by all the community college districts. We feel that plans should be developed cooperatively at the District level with final adjustment and approval at the State level.

Our group felt that, if the university system is developing a plan for that level of higher education, that the community college

system and university system work together--not necessarily on one plan for higher education for the state of Arizona but on two separate, but coordinated, plans. By exchanging information between the two groups, we could ultimately come up with two plans which when finalized would serve as a total plan for higher education.

In talking about developing plans for the community college system, one of our members pointed out that there needs to be, as a part of this planning effort, the development of a public image for the community college in Arizona. Although some of our group felt that this image was very good at the present time, others felt it could be improved.

Whatever plan is developed, it was strongly pointed out that it should include a continuing program of evaluation and review. In other words, we might develop an excellent plan without such evaluation today, and find 365 days from today that the picture had changed and that the plan was inadequate. Therefore, we believe that no planning should be undertaken without some provision for periodic evaluation and review.

The last thing that was mentioned in Group A in this session was that a procedure for the development of policies at the State level needs to be formalized and adopted by the State Board. There is some semblance of a procedure now, but we feel it may be more traditional than it is formal. So, it is our suggestion that such an action be tied directly to planning at the State Board level.

Session One, Group B, Discussion Summary--Mr. Keith West, President, Mohave Community College

I would like first to touch on some of the ideas our group discussed and then present one idea that you might "kick" around further at this meeting. There was considerable discussion centering on ways we

currently are serving some of the communities in Arizona. I was quite impressed by the reports made by Yavapai, by Eastern, by Central and by Arizona Western College as to how each is serving its outlying areas. It is surprising how many classes and other educational activities we have developed in counties other than our own. One automatically assumes that our community colleges limit their programs to those communities within counties they serve. However, there is a great deal being done by community colleges in counties without community colleges.

We talked about the possibility of co-sponsorship of programs with our universities. We also talked about sharing facilities, i.e. the possibility that the universities might develop extension centers on the outlying community college campuses by offering upper-division courses. After all, we have some fine facilities and resources that could be made available. Under such a plan, universities could offer programs leading to baccalaureate degrees in the sparsely populated areas of Arizona.

We also talked about the possibility of using "the media" for instruction. Several group members noted the exciting work being done in Maricopa county using FM radio and television. This might be a way in which programs could be moved or channelled into the sparsely populated areas of our state. The Oklahoma City program was cited as an example.

Finally, our group advanced this idea: that a state-wide center for continuing education be established whereby the universities and community colleges could cooperatively develop programs. Both units of higher education could co-sponsor classes on an extension basis, sharing facilities and staff, using radio and TV broadcasting. The system could be developed using micro relay towers to take programs to the outlying areas.

In this fashion, there could be a great deal more coordination between programs of the community college and universities. Such a system might be a good place for a forum on continuing education. After all, if we are going to serve the total population of Arizona in higher education, a strong partnership of higher education units is essential.

Session One, Group C, Discussion Summary--Dr. John Edwards, President, Cochise College

We also discussed the possibility of a Center for Higher Education--similar to the Center in New England at the University of New Hampshire, which was formed by the six New England states, to assume a responsibility for maximizing educational efforts at the post-secondary school level.

One of the primary things that our group pointed out was a need to re-define the community college and its role, reminding ourselves that the community college is different from the junior college. Although there are a tremendous number of junior colleges in the U. S., not all are community colleges. The community college's purpose basically is to serve the needs of all people of the community in the most effective way it can. In doing so, the community college would have to go out to where the people are--not sit back and expect them to come in to the main campus. This is one of the primary functions or reasons that the public created the community college. In fulfilling this responsibility, the community college should avoid when possible the duplication of high-cost programs. This is one area in which we felt the State Board should play the basic coordinating role in assuring that funds are not dissipated in similar programs when a dual need for them was not evident.

Also, it came out repeatedly that, because of the community college philosophy, we have made an effort to employ teachers who are student-oriented and who want to teach rather than those professionals who are also research-oriented. The result has been that we overdid it to such a point that our institutions have neglected to evaluate our educational effectiveness in terms of hard research. When we ask ourselves how successful our programs are, we say that we ought to be doing evaluative research. Do we really know what happens to our graduates? Or do we say that all our students get placed well? The universities tell us how great our students are because they want more of them, but we don't really know how they're performing. We see some fellow who has employed one of our students and he is doing a great job so all of our students are doing a great job. How much have we really researched to ascertain what kind of job we are doing? So, it was pointed out that we really ought to do more in institutional research.

We were reminded in our planning both at the state and local levels that we have been missing a good bet in employing only "internal" resources in looking ahead. But certainly in the community college, if we are to do adequate planning to determine what kind of role we should play both now and in the future in our communities, we should involve external sources--public school people, university people, business people and others--in the planning process. It is very evident that there is still a lot of disparity of ideas as to what a community college is. To some people the CJC is not a "higher" institution. And yet we ourselves often perpetuate this "caste system" thinking when we downgrade the role of the public school. If we in the community college are really to be institutions to serve the various needs of our constituencies, it would behoove us to work together with others who are vitally involved in

the educational process so that we can do a much better job in serving as a "link" with the university or with the world of employment in a more compatible pattern.

Session Two, Group C, Discussion Summary--Dr. John Edwards

Since we did not get into the area of financing in the first session, we initiated our discussion with this topic in the second session. In fact, we concluded with it. As a point of departure, the question was raised as to what avenues of financing are necessary to achieve the projected goals in the community college.

One of the major determinants is that different support sources need to be developed--that is, the main sources of support should shift upward from the local level to perhaps the state or even the federal levels.

Our group spent time on the fact that there should be a better management of institutional resources even though we often feel we need more money to do things. However, more money is not always the question. Analyzing our present operations and determining where we can manage our resources better is one key. Most of us are familiar with the problem of having to select priorities with our staffs. We may have an amount of money equal to what we had last year, but we need to do more with it. Our group felt that we have to take a long and hard look at all aspects of our colleges' operations and determine how we can best expend our available financial resources.

We use the word "accountability". We are all faced with the fact that we need to internalize our thinking and evaluate our respective situations. Can we do an effective job only if we have a 1 to 15 faculty-student ratio?--Or a 1 to 20 ratio? Is this imperative to provide quality

instruction? Is it necessary that we construct a new facility we have projected for a particular area of our district, or are there other alternatives which we can employ? Are there other things that are more imperative to the overall thrust of the institution? We need to evaluate these things. We also need to take a careful look at the management of our present financial structure. These are some of the questions which need to be raised in a community college today.

A considerable point was made of the fact that many of the services we provide to students cost less because they are not delivered in traditional ways. These are the educational services provided off-campus using part-time faculty and free or low-cost rented facilities. We do this to meet student needs and our efforts in this direction appear to be successful. It is this kind of idea that brought about the concept of a "college-without-walls". Such concepts raise additional questions: Shouldn't we put our money where our greatest successes are? Do we <u>really</u> need permanent, aesthetically designed campuses? Such questions brought the focus of our discussion to basic philosophy. We considered seriously those elements making up a "total" educational program. Most of us had gone through educational systems in which there was a total campus--one with dormitories, student unions, and physical education facilities, etc. Therefore, many of us believed that if a college is to serve the purpose of the total educational development of the individual student, that the campus setting is essential. It is difficult to provide for physical, mental, social, and moral growth of students in programs which provide only a course or courses of instruction off-campus on a part-time basis. Those of us in the community college cannot ignore the fact that the off-campus programs using part-time instructors are part of the community colleges' program responsibility even though they

cannot meet the total needs of the students involved. One can argue both sides of this question, but it remains philosophical and should be decided by individual educational institutions or systems of institutions.

In summary, then, our deliberations produced two points: that we need to better manage our resources--not only money but facilities, programs, and personnel as well; and that alternative sources of support must be developed if we are to continue to meet the challenges which confront us.

Session Two, Group B, Discussion Summary--Mr. Keith West

Group B discussed two areas of concern. Both deal with the continuing education process. First, the evening and extension student makes up a large percentage of our full-time-student-equivalent (FTSE) count and, second, that we can better use existing facilities not only on our own campuses but throughout the district we serve.

The part-time student is important in the community college. Usually the part-time student is gainfully employed on a full-time basis. This makes it difficult for him to achieve a degree of continuity in his educational program. Therefore, our group felt that one of the big problems we face is adequate support for our summer programs--to keep his educational continuity. We can make the educational experiences of part-time students more meaningful by providing community college opportunities on a full year--summer included--basis.

As has been pointed out by some of our colleagues in other discussions, the part-time, extension-class student is a very important segment of our student body. We in community colleges can gain a considerable amount of savings in program operation by the development of extension programs using almost exclusively existing facilities in the

outlying communities which we serve. By doing this, we not only achieve the advantage of "bringing the program to the student", but we also have the opportunity to take the pressure off our own campus facilities while at the same time making use of resources in our districts which otherwise would go unused. The end result means fewer capital expenditures for the taxpayers and greater educational flexibility for the student.

Session Two, Group A, Discussion Summary--Dr. Robert Garin

It seems that all three of our groups are in agreement that financing and effective use of existing resources probably are the greatest problems facing the community colleges of Arizona today.

Our group came up with some suggestions:

1. It was felt a re-examination of the state funding formula with the goal of equal support of educational programs in the several districts should be of high priority.

2. In light of the great importance of continuing education programs in community colleges, a serious study of funding for continuing and/or adult education needs to be conducted and a change made in the method of its support. (Related to this recommendation is the consideration of the development of a twelve-month operation for community colleges as quickly as possible.)

3. The community colleges and universities need to get together to explore ways of enabling the transfer of greater numbers of credit hours from community colleges to the university. (Although it was hoped that the number of semester credit hours transferred might be increased from 60 to 90 hours, the basic concern was closer cooperation on all fronts between the community college and the university.)

COMMUNITY COLLEGE PLANNING: THE CHANGING SCENE

by
Leland L. Medsker

To plan or not to plan is no longer a question for educational institutions in general. Now that we have reached the stage where long-term planning is not only necessary for effective functioning in a complex society, but is also mandated by state and federal agencies as a requirement for financial assistance, the question is not whether to plan, but how and in consideration of what circumstances.

My charge today is to think with you briefly about the setting in which planning for community colleges must take place and to remind us all of certain elements which must be considered as we look to the future. In some respects this is a simple task and is one which places a person in the position of discussing the obvious. It is not difficult to identify issues or to express concerns, or to compare the present with the past in terms of complexity. What is more difficult, of course, is to deal with the implications of those factors for planning and for the qualities of those who must assume leadership roles in the process.

As a means of obtaining an overview of the task at hand, I shall organize this discussion into the following components: (1) a brief review of the evolution which the structure of community colleges has undergone within states and the implications of this evolution for state-local relationships; (2) a description of the current educational setting in which community colleges must operate; (3) some of the relevant internal problems which face many community colleges; and (4) a personal view concerning a few implications of the general setting arising out of the first three considerations.

Evolution of Community College Structure

As is well known, the early concept of the junior or community college was that it was primarily a local institution. It was attached to a local public school system and was subject to no more state involvement than were the school systems themselves. For practical purposes, this amounted to little more than adherence to nominal requirements and to conformance with the required pattern for obtaining whatever state aid was available. The state agency involved was usually the state board of education or the state department of education.

Then began a series of events that changed the scene. One of the first of these was the advent of separate districts for the maintenance of junior or community colleges. Today nearly all community colleges which have some degree of local control have been removed from local school systems and placed under separate local boards. At the outset, this particular move did not complicate state-local relations to any great degree. The state agency remained the state board of education and its powers with respect to the junior colleges remained essentially the same as they were with the public schools. The major difference lay in the fact that as separate districts the junior colleges were more visible to the state agency. Also, much to the frustration of the local institution, it was often felt that the junior colleges were stepchildren inasmuch as the state boards were accused of devoting the major portion of their time and energy to the public schools to the exclusion of the junior colleges.

The next significant move came during the decade of the '60s, when the junior colleges themselves, as well as legislative bodies and other planning agencies, began to advocate the establishment of separate state boards for coordinating local junior colleges. Today, in those states

in which responsibility for the governance of these institutions is shared by the state and the local community, more than a dozen states have either established separate boards at the state level to represent junior colleges or have vested this responsibility in the hands of boards responsible for other segments of higher education. While this move was considered by many to be desirable as a means of overcoming the step-child situation, it marked the beginning of critical relationships between the two levels. In some instances the very legislation which brought the new state boards into being was increasingly prescriptive with respect to state powers over junior colleges. Also, the new boards, being responsible only for the junior colleges, had more time to devote to them. Thus, it was natural that a certain degree of bureaucracy should begin to raise its head and that administrators, trustees, and others at the local level should begin to flinch at some of the recommendations and decisions in the state capitol.

Still another move which was greatly accentuated in the 1960s was the advent of state systems of community colleges--plans in which these institutions were placed under the total control of the state. Today, some 16 states have adopted this system. In such instances the community colleges operate either under a board responsible for other higher institutions or under a separate board for community colleges. Theoretically, under the system of full state control the problem of state-local relationships is minimized and indeed it is in terms of legal problems. On the other hand, all the problems of local autonomy and of campus involvement in decision making are still inherent in this system and must be reckoned with in any consideration of how community colleges may respond to local needs.

All the developments enumerated above, however, fail to tell the complete story of the evolution, because they omit the unmistakable movement throughout the country toward various forms of statewide coordination of postsecondary education. The situation is further complicated by the fact that, as the federal government gives financial aid to both students and institutions, its regulatory powers become greater. In fact, the implications of the requirements coming from the 1972 Higher Education Amendments, which among other things specify requirements for "1202" agencies within the individual states, add still another dimension to the state-local problem.

In this context two questions arise. One pertains to the appropriate distribution of responsibilities between state and local agencies. In the harshest of terms this question boils down to where power and responsibility legally lie. In milder terms the question relates to how there can be joint involvement, whether legal or not, of both state and local agencies for the best interest of the community college.

The Changing Educational Scene

Everyone is well aware of developments taking place in education, particularly at the postsecondary level. Before enumerating some of these developments, however, it may be helpful to look back at the community college as we observed it during the decade of the '60s. We all know the story of its unprecedented national growth--of its great expansion in enrollment, of the statistic that for several years an average of one new community college was established each week, of the preoccupation with new plants, new buildings, new dreams. Growth was in the air, everywhere, and it was intoxicating. Furthermore, predictions for the future were equally exciting. In 1970 the Carnegie Commission on Higher Education

projected the need for over 350 new community colleges by 1980 to accommodate an enrollment of approximately four million students. Those who were attached to community colleges not only basked in the security of great growth and high expectations, but also in the increasing recognition of the community college by the public at large and in the fact that finally, after a history of second-class citizenship, it had arrived as a full partner in the family of postsecondary institutions. One might say, parenthetically, that despite all this there was in the country as a whole a minimum of state planning for community colleges and that much of their growth and service was left to chance.

But almost overnight the scene has changed. Although experts had predicted that college enrollments for the 1970s would rise at a slower rate than in the '60s, the growth rate is proving to be less than anticipated. Many community colleges are caught in this situation and are facing an oversupply of staff and facilities. Not only that--the pattern of enrollment in many community colleges is changing. There are fewer younger full-time students, but more part-time older students which, because of the support formula in some states, is resulting in special financial problems.

Of greater importance fundamentally is the changing concept regarding the scope of postsecondary education. Whereas formerly this segment was generally thought of as comprising only conventional colleges and universities, now its scope has suddenly been enlarged to include other educational enterprises such as proprietary schools, training in business and industry, and the educational programs of military services. Many of these new enterprises have, as we know, been given a new legitimacy by the Higher Education Amendments of 1972. Thus the community college has some new competitors.

And as if all this were not enough, some fundamental questions are being raised about the value of a conventional college education and new ideas are emerging with respect to what has come to be known as nontraditional education. Many people doubt the necessity of a college degree as a credentialing factor. More and more attention is being paid to the idea of "recurrent" education as opposed to the notion that the college experience should be a continuous one immediately following high school. Four-year institutions are rapidly moving in the direction of offering external degrees and other services through the use of multiple delivery services and in so doing some of them seemingly compete with community colleges in the local community. Credit for previous learning by examination is becoming commonplace and there is a further move toward the award of credit for occupational and other life experiences. New institutions to facilitate nontraditional education are being set up and many established institutions are adopting new forms for serving people. Time-shortened programs are under discussion and even the three-year baccalaureate is up for consideration once again. It is truly a new day.

Also, there is another set of circumstances to further complicate the situation. Collective bargaining is now of consequence in most states and institutions. New management techniques are available and frequently mandated. Such new concepts as accountability and productivity confront institutions and administrators at all levels.

And on top of all this the trend toward centralization in individual college and university systems as well as in states as a whole raises the complex issue of institutional autonomy about which so much is being said. Moreover, the courts are having their day and many educational decisions are being made by a judicial rather than by an educational process.

Some Internal Problems

It is important to remind ourselves of certain internal factors which place the problem of planning in greater perspective. For one thing, it is a truism to say that the government of educational institutions has become exceedingly complex. As all of us know, this is very true even at the institutional level. Whereas at one time the participants in governance were commonly limited to members of governing boards and administrators, now in one way or another they include faculty members, students, and in many instances members of the nonacademic staff. Furthermore, the problems of participation are becoming more complicated as a result of such developments as collective bargaining on the part of the staff and by various forms of activities on the part of the students. No matter where the center of power and responsibility lies--even if it is in the hands of the chief executive of the state--local participants demand that their voices be heard on certain matters of policy and they will not be content by "being told". Parenthetically, it is a curious contradiction that in an age in which higher education is becoming more centralized at the state level, it is in many ways becoming more decentralized at the local level and this contradiction is one which cannot escape consideration as we discuss planning.

Of even greater significance is a factor which plagues many individual community colleges, namely, a lack of institutional commitment to what is generally regarded as the purposes and nature of these institutions. In many ways this is a sensitive issue because the problem does not apply in all cases. But research on the attitudes of staff indicate that it is sufficiently common to warrant consideration.

We at the Center observed in studies conducted more than ten years ago that community college staff members tended to discount

many of the less traditional functions of the comprehensive community college. We theorized then that this was attributable to the staff's proneness to identify themselves more closely with graduate schools and four-year institutions with which they had previous experience or with which they aspired to affiliate than to a new type of institution. This reference group theory may help to explain similar data in a more recent study of attitudes on the part of more than 4,000 staff members in 57 randomly selected community colleges throughout the country.

While 53.8 percent of respondents indicated they preferred to be employed in a community college, 26.7 percent said they would prefer to be employed in a four-year college, and 17.7 percent indicated that they would prefer to be employed in a university. The fact that so many staff members would really prefer to be elsewhere at least raises a question as to the institutional commitment found in the community college.

The staff members were also asked to indicate whether they believed that certain types of educational programs were "essential", "optional", or "inappropriate" for the community college. The responses revealed a tendency to favor the more traditional aspects of college and to question many of the special services which the community colleges are presumed to render. Most of the staff said it was essential for the college to offer both a transfer program and standard two-year technical curricula, but when less conventional programs were considered, the responses were not nearly so universal. Only 50 percent felt that occupational curricula for skilled and semi-skilled trades were essential and only about a fifth of the group thought the college should be concerned with occupational programs of less than two years' duration. Only about one-half of the respondents thought that remedial courses were essential. About one-third thought remedial courses should be optional

and almost 16 percent said they were inappropriate. Questions about other unique community college offerings and services revealed the same tendency for many of the staff to question the new and different. This same tendency was apparent by the fact that almost one-half of the respondents thought that too much stress is placed on the quantity of students and not enough on quality.

The staff was almost equally divided on the question of whether the community college should admit any high school graduate. In response to a statement that "The junior college should offer a flexible program, unhampered by conventional notions of what constitutes higher education", more than a fourth of the staff said they disagreed. As might be expected, the responses varied among staff members with different responsibilities and backgrounds. Counselors and administrators were generally more flexible in their attitudes concerning the program than were teachers. Teachers of academic subjects were more traditional in their points of view than were those who taught in applied fields. And those who said that they would prefer to teach in a four-year college or university were more likely to oppose occupational and remedial programs.

The problem reflected by staff attitudes is serious because if the staff is not in harmony with the expectations held for the community college, the less likely those expectations will be realized. It may be, of course, that a study of attitudes in any type of educational institution would reveal no greater degree of harmony than was indicated by the study of them in community colleges. But since the functions, program, and services of the community college are so diverse, it is particularly essential that those who work in it accept the goals which society in general sees for the institution.

In fact, one finds it difficult to believe that the community college can realize its potential unless there is a complete commitment on the part of the staff to a new and different type of institution, unhampered by a hierarchical notion about institutions and their pecking order. This surely enters into goal setting and planning.

There is no need to belabor the relative lack of emphasis in the community college on preparing people for the world of work. The statistics are now almost trite but for the nation they seem to be holding, namely, that only about a third of entering students transfer even though double that number declare their intention to do so at the point of entrance. Yet in 1968, for the country as a whole, only 28 percent of the students were in occupational programs. Let me hasten to say that the planning and implementation of a program for immediate employment is no easy matter. One reason why this is so is that the determination of employment needs, both in terms of manpower demand and employee requirements, is difficult in a period of technological change. Moreover, as manpower needs become more and more elevated to the technician stage, there is the unresolved question of how young people whose abilities do not qualify them for the pursuit of training for employment at this level are to be served. Still another factor is the matter of how the community college can best perform a retraining function as people in increasing numbers flow back and forth from work to school and do so in the community college closest to their homes. Coupled with all these problems is still another which grows out of a belief that education for a career should be open-ended and that there should be an opportunity for a student to build on what he has pursued should he change his goals. Thus the distinction between career education and preparation for transfer cannot be as great as it once was.

In my judgment, the community college is in a very vulnerable position. Having reached the point that it is considered a good thing, it is in a position where it must deliver. It is caught in a situation similar to that of a movie which may come highly recommended to one by his friends, but which to him may fall short of expectations growing out of the recommendations.

But what if it doesn't deliver? What if its staff places a false value on certain functions at the expense of others? Or what if in a period of financial stringency the funding level of the community college is sharply curtailed as a result of public apathy? Or imagine a situation in any given state where the community college is not deliberately planned and operated as an integral part of the postsecondary system so that its role both as a transfer institution and an agency for occupational training is crystal clear. We could speculate on the dire consequences of such events. In general, the speculation would go like this: The failure of the community colleges to be distinctive in a period of new social needs or to live up to the purposes for which they were established would aggravate further the public's misunderstanding of them. Moreover, their failure to discharge certain functions, particularly in the area of occupational education, would intensify the arguments that other types of institutions are needed for this purpose and thus education at this level would become bifurcated still further. In fact, in many states this very situation is developing. For some years, it has been my contention that either the community college will do the job it was created to do or other types of institutions will take its place and now the zero hour approaches.

Much of what I have just said this far pertains to internal considerations and implies the necessity for good internal planning. How-

ever, a great burden is also placed on state agencies. Just as the situation at the local level has within recent years become much more complex, so also has it at the state level. We have mentioned the extent to which superboards and coordinating agencies have come into being in recent years. Their pressure means that officials assigned to statewide community college boards of whatever nature must now work within the larger system. In effect, they are in a cross fire between powerful decision making bodies which in a sense operate above them on the one hand and the local colleges which in a sense are their "constituents" on the other.

Implications for Leadership and Planning

Perhaps the most important considerations of all lie with the implications which the current situation has for leadership at both the state and local levels.

I believe that increasingly state level positions pertaining to community colleges require unique qualities of leadership. This is so not only because of the increasing complexity of the task resulting from the changing educational and social scene we have been discussing, but also from the growing struggle in most segments of society between authority and individuality and the resulting adversary relationships that can so easily develop between and among individuals in leadership roles at different levels.

The state leader's influence on local institutions will be exerted effectively only to the degree that he can effect consensus, and that his leadership role is manifested by demonstrated expertise rather than by authority. He will never make it as a true bureaucrat.

It seems fair to say that state-local cooperative planning relationships depend as much on high-quality leadership in local institutions as

they do on who sits in the state capitol. In the past, we have devoted more thought and attention to developing institutional leaders than we have to state officers, but more often than not they have been prepared to look internally rather than externally. Recently they have been faced with new concepts: productivity, accountability, autonomy, and others. These are important terms for local administrators as they attempt to make their institutions viable in their own communities, but it is equally important that a president, dean, or faculty member think of his college as part of a system in which the sum of the parts equals the whole. An excessive concern for autonomy in the abstract may negate that outlook. True leadership points in both directions at either the state or local level.

In closing, I make a plea for everyone working in or connected with a community college program (even those individuals in four-year institutions) to think about how the community college can become even more viable in the future than it has been in the past. For this to happen will mean an immense amount of attention to internal matters. It also means a high degree of cooperation between local institutions and state agencies and among types of colleges and universities.

It would be a tragedy if the community college in which the nation has placed such a high stake would fail to rise to its potential because of its inability to cope with the new forces in society which confront it. We repeat that the decade of the '70s and even the '80s will not be at all like the '60s, and the time for coping is now.

APPENDICES

THE FIFTH COMMUNITY COLLEGE CONFERENCE

DISCUSSION MATERIALS

February 8 and 9, 1973

Sponsored by

State Board of Directors for Community Colleges of Arizona

and

Arizona State University

THE FIFTH ASU-STATE BOARD COMMUNITY COLLEGE CONFERENCE

GROUP DISCUSSION SESSIONS

First Session (Friday, February 9, 9:15 a.m.)

I. Review pertinent State Board objectives (We Believe)

II. Questions to be considered

--What should be the long-range goals of Arizona's community college system?

--How can the community college system provide greater educational opportunities for Arizona citizens--particularly for those in our "college-less counties"?

--What type (or types) of ongoing planning procedures or mechanisms can we develop to help our two-year colleges prepare for change?

III. Summarize the discussion

Second Session (Friday, February 9, 10:30 a.m.)

I. Review the goals of the community college (The Carnegie Commission, The Open Door Colleges)

II. Questions to be considered

--What are the challenges and issues facing our local colleges?

--What should be the curricular or program priorities in our local colleges and what can be done to keep them updated and flexible?

--What directions should our local colleges take in facilities? in financing?

III. Summarize the discussion

Summary Session (Friday, February 9, 11:30 a.m.)

Three 5 to 10 minute summary presentations by discussion group chairmen

State-Wide Planning

State-wide educational planning and coordination recently have received much emphasis in the literature. Traditionally, state-wide planning and coordination has been challenged due possibly in part to institutional competition and jealousies. Glenny's research of slightly more than a decade ago (1959) found that planning, one of the major functions of coordination, was ineffectively accomplished. However, Berdahl's comprehensive investigation of coordination found that by 1971 planning had become widely recognized as the most important function of coordinating agencies.

The advantage of creating a state-wide coordinating board rather than a state-wide governing board is "its ability to act as an umbrella under which a variety of other institutions, agencies, commissions and councils relating to higher education may be placed for state coordination." (Glenny) Included in this grouping are proprietary vocational schools and technical schools and private institutions when such schools receive substantial state aid.

The role state-wide coordinating boards play is characterized as a "vehicle through which both the public interests of the state and those of the educational community can be objectively and dispassionately considered and acted upon." (Glenny)

Morphet states that the role of coordinating boards is to "appropriate procedures for the analysis of alternative courses of action including the selection of appropriate goals; to determine immediate and long-range implications of alternative provisions; and to develop program objectives that can be utilized for increased guidance and control of the system."

The amount of power that state-wide boards have is critical. If a board has too little power, the public interest will not be adequately protected; too much power leads to a loss of the institutions' autonomy and initiative. The minimum powers required for a state-wide board to function effectively have been enumerated by Glenny: (1) the power to engage in continuous planning (short and long-range); (2) the power to acquire information from all postsecondary institutions and agencies through the establishment of state-wide management and data systems; (3) the power to review and approve new and existing degree institutions, new campuses, extension centers, departments and centers of all public institutions and, where substantial state aid is given, all private institutions; (4) the power to review and make recommendations on any and all facets of both operating and capital budgets, and when requested by state authorities, present a consolidated budget for the whole system; and (5) the power to administer directly or have under its coordinative powers all state scholarship and grant programs to students, grant programs to non-public institutions, and all state-administered federal grant and aid programs.

Student and faculty unrest and the increasing financial demands of colleges and universities have alerted some commentators on higher education to note the current trend by the public, governors, and legislators to demand greater and more certain accountability. The search for simplistic solutions to complex problems has led to the resurgence of the idea that a single all-powerful governing board could be charged with full responsibility for all that happened in public colleges and universities.

M. M. Chambers views this with alarm when he writes that "there has been a trend in state government toward tighter and tighter centralization that, though done in the name of greater economy and efficiency,

is in large part a reach for political power. Not all services of the state can be performed well if integrated into a single monolithic administrative pyramid with all other state services and functions, and this is especially true of public higher education." Chambers agrees that coordination is essential within a statewide system; and he concluded that "a style and technique of intercommunication and liaison, not of hierarchical control is called for."

Wattenbarger's study (1971) of patterns of control and coordination of community junior colleges found that 43 states had developed a state level agency responsible for coordinating, planning, and in some places controlling community junior college education. It was found that where state-level planning and financial support were increased, so was state-level control and operation of community junior colleges.

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Instructional Planning

When one discusses instructional development and improvement, the current terms are "accountability" and "management by objectives". Accountability is a concept that is being used to answer the expressed concern of the public and their legislatures over their ability to control what goes on inside classrooms. It is best expressed by the growing emphasis upon the use of instructional and performance objectives in the classroom.

Management by objectives means that, if expected results are carefully defined for an individual, the likelihood of his achieving those results is increased. (Connellan and Lahti)

The use of instructional and performance objectives in the classroom means that the instructor analyzes the tasks involved in his particular curriculum and those he requires of his students. He then specifies those tasks in behavioral or performance terms. He determines a sequential relationship among the objectives and the instructional activities

he will use to achieve those objectives. Finally, he determines procedures he will use to evaluate en-route and terminal student performance. (Webber Project)

Instructional objectives have been written for many community colleges and are available under ERIC Accession Numbers ED 033 679 to ED 033 718.

This method of instruction involves a change from the traditional. Change can be a traumatic experience for many people, so certain steps should be followed to insure a change that will be as smooth as possible. Goals should be defined and problems selected. A study must be made of available solutions. Pilot trials should be planned, tentative decisions should be adopted, adapted and/or rejected, and, finally, a field trial is made. (Leithwood)

One current method used to insure the instructional accountability of faculty members, while employing research-based techniques of instruction, is the Educational Development Officer, or EDO. The EDO functions on the vice-presidential level applying research methodologies and learning psychology to the instructional situation. (Roueche)

The main function of the EDO is to help faculty follow the six steps of the systems approach to instruction. His tasks include: (1) training the faculty in the necessary skills of the systems approach; (2) helping select measurable learning objectives; (3) assisting with measurement problems in constructing criterion tests; (4) helping design a variety of learning activities; (5) overseeing a continuous revision of objectives; and (6) promoting research-based decisions throughout the institution insofar as they affect student learning. (National Laboratory)

Perhaps the most comprehensive, yet detailed, assistance on planning at the institutional level is Knowles' Handbook of College and University Administration, Section 4.

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Facilities Planning

James L. Wattenbarger writes these guidelines for planning community college facilities: (1) the community college is a place where students are recognized as important; (2) the college facility must be accessible; (3) the college will provide service to the community;

(4) the college must be concerned with upgrading the quality of education. (AAJC)

James E. Roembke states that the concern of facility planning is "don't plan in isolation". He states that planners should think about total community needs so that a new facility doesn't complicate the problem and so that it alleviates existing problems insofar as possible.(AAJC)

An outstanding guide to facility planning at the community college level is the Higher Education Facilities Planning and Management Manuals, Nos. 1-7, Revised. These manuals are designed to tell users what data must be available before a start is made; the procedures to be followed in using the data for evaluation or projective purposes; and, in addition, give illustrative values of unit floor areas which the user can employ as criteria in the absence of values directly applicable at his institution. (Dahnke)

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THE OPEN-DOOR COLLEGES

Excerpts from a special report and recommendations by The Carnegie Commission on Higher Education published under the sub-title, Policies for Community Colleges, dated June, 1970.

Chapter 4 - Goals for the Development of Comprehensive Colleges

OPEN ACCESS: The Commission recommends that all states enact legislation providing admission to public community colleges of all applicants who are high school graduates or are persons over 18 years of age who are capable of benefitting from continuing education.

Map: Percent of undergraduates enrolled in two-year institutions of higher education, by state, 1968

PRESERVING THE TWO-YEAR INSTITUTION: The Commission believes that the comprehensive public community college has a unique and important role to play in higher education and that public two-year colleges should be actively discouraged by state planning and financing policies from converting to four-year institutions.

MEANINGFUL OPTIONS: The Commission recommends that all state plans for the development of two-year institutions of higher education should provide for comprehensive community colleges, which will offer meaningful options for college-age students and adults among a variety of educational programs, including transfer education, general education, remedial courses, occupational programs, continuing education for adults, and cultural programs designed to enrich the community environment. Within this general framework there should be opportunity for varying patterns of development and for the provision of particularly strong specialties in selected colleges.

OPPORTUNITIES FOR DEGREES: The Commission recommends that all two-year colleges should award an Associate of Arts or Associate of Applied Science degree to all students who satisfactorily complete a two-year prescribed curriculum and that students who enter with adequate advanced standing should have the option of earning the Associate degree in less than two years. Non-degree-credit courses should be confined to short-term courses and to training of the skilled craftsman type, for which certificates should be provided, and to remedial work.

TRANSFER PROGRAMS: The Commission recommends that policies be developed in all states to facilitate the transfer of students from community colleges to public four-year institutions. Whenever public four-year institutions are forced, because of inadequacies of budgets, to reject students who meet their admission requirements, top priority should be given to qualified students transferring from community colleges within the state. Private colleges and universities should also develop policies encouraging admission of community college graduates. In addition, there should be no discrimination against students transferring from community colleges in the allocation of student aid.

OCCUPATIONAL PROGRAMS: The Commission recommends coordinated efforts at the federal, state, and local levels to stimulate the expansion of occupational education in community colleges and to make it responsive to changing manpower requirements. Continuing education for adults, as well as occupational education for college-age students, should be provided.

GUIDANCE: The Commission recommends that all community colleges should provide adequate resources for effective guidance, including not only provision for an adequate professional counseling staff but also provision for involvement of the entire faculty in guidance of students enrolled in their courses. The Commission also recommends that all community college districts provide for effective coordination of their guidance services with those of local high schools and for coordination of both counseling and placement services with those of the public employment offices and other appropriate agencies.

REMEDIAL EDUCATION: The Commission recommends that community colleges provide remedial education that is flexible and responsive to the individual student's needs, that such programs be subject to continual study and evaluation, and that community colleges seek the cooperation of other educational institutions in providing for remedial education. In addition, the Commission reaffirms its recommendation that an individualized "foundation year" be made available on an optional basis to all interested students.

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